

Session SECONDMA2021 (2021)

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A compilation of questions to - and answers by - Luxembourg [exported on 30-10-2021] by the UNFCCC secretariat

Question by United States of America at Tuesday, 31 August 2021

Category: Progress towards the achievement of its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Lessons Learned: direct allowances and payments

Could Luxembourg discuss the lessons learned in developing and implementing a direct allowances and payments PaM for promoting renewable energy sources?

Answer by Luxembourg, Thursday, 28 October 2021

Direct allowances (feed-in tariffs) grant a stable financial support to the production facility and hence has been an incentive for the overall renewable energy contribution towards the national targets over the last decades. It is a clear and transparent way to finance renewable energy production. Since 2016, renewable energy production facilities with a nominal capacity of over 500 kW (3 MW for wind or 3 production units), directly sell their production to the market, and they are paid a floating market premium by the Distribution System Operator (DSO). Since 2018, operating aid in form of market premiums is also paid out to the beneficiaries selected after tendering in respect to large photovoltaic installations.

Question by United States of America at Tuesday, 31 August 2021

Category: Progress towards the achievement of its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Lessons Learned: Climate Projection Law

Could Luxembourg discuss the lessons learned in adding your 2030 target to the Climate Protection Law that was adopted in December 2020? What are the plans for enshrining the 2050 goal into the Climate Protection Law, rather than having it simply addressed as it is now?

Answer by Luxembourg, Friday, 29 October 2021

Lessons learned in adding our 2030 target to the Climate Protection Law

So far, there are not yet any concrete lessons learned. Indeed, the Regulation defining legally binding emission reduction targets for each sector has been adopted by the Government on 16 July 2021. As illustrated in Luxembourg's MA presentation, for each of the 5 sectors a 2021-2030 path has been determined. Similarly to the EU Effort Sharing Regulation approach, Luxembourg's Climate Protection Law offers the possibility of banking

from one year to the other ; ie sectoral « surplus » in one or several years could be used for years where that same sector is recording a « deficit ». Also, according to the Climate Law, it would be possible to transfer « surplus » in one sector to another one recording a « deficit ». In order to define the 2030 sectoral goals and the 2021-2030 paths towards them, discussions were held between the Ministry of the Environment, Climate and Sustainable Development - at the basis of the proposal - and other relevant Ministries. Our approach has also been presented to a limited number of stakeholders (industry). The final proposal was discussed and debated in an Inter-ministerial Committee that has been set up to discuss climate related matter (this Committee is not defined in the Climate Protection Law but has been set up during the preparation of that law). This Committee finally agrees with the proposal that was then put forward to the Government for adoption.

2050 net-zero emissions goal

The Climate Protection Law, in its Article 4, indicates that it (the law) « contributes to the implementation of the objectives of the Paris Agreement. To this end, it aims: 1. the long-term goal of climate neutrality, which consists in reaching the "zero net emissions", by 2050 at the latest ». Therefore, the 2050 goal of climate neutrality of the country is enshrined in a legal text. Our Long-term Strategy (LTS) - that will be soon adopted by the Government - presents our views on how to reach this goal in 2050. The LTS is totally in line with the National Energy and Climate Plan (NECP) developed under EU legislation that, in some ways, sets an « intermediate goal » towards 2050 with the 55% reduction of non-EU ETS GHG emissions by 2030 compared to 2005 levels. Article 4 of the Climate Protection Law also recall this 55% reduction goal by 2030 leading to a consistent set of strategies, plans and legal texts.

[Question by](#) United States of America at Tuesday, 31 August 2021

[Category:](#) All emissions and removals related to its quantified economy-wide emission reduction target

[Type:](#) Before 31 August

[Title:](#) Progress made in achieving targets

Can Luxembourg describe the progress made in achieving the 2020 national emissions reduction targets?

[Answer by](#) Luxembourg, Friday, 29 October 2021

This is a very vast question and only a few elements are shared in this answer. As Luxembourg's MA presentation shows, Luxembourg succeeded to decouple its GHG emissions from its impressive population and economic growths. However, Luxembourg economy is mainly a « service » or « tertiary » economy with a limited number of manufacturing industries, some of them being rather large emitters covered by the EU-ETS scheme. Nevertheless, even in the manufacturing industry sector, emissions declined and then stabilised since 2005.

Regarding residential buildings, emissions remained rather stable since 2005 despite the population increase: this is the result of a proactive policy to promote renovation of existing buildings, but also high energy efficiency standards for new constructions. Nowadays, all new constructions in Luxembourg should be NZEB - Near Zero Energy Building. In the future we will also apply rather stringent policies to the commercial & institutional buildings.

Turning to the main emitting sector in Luxembourg, ie road transportation (around of our non-ETS GHG emissions in the last years), the pandemic related lockdown helped Luxembourg reaching its 2020 target. Emissions stopped to decline in 2016-2017 and then went up again. However, the lockdown dramatically impacted them since the largest part of road fuel sales are the fact of non-residents (cross-border commuters teleworking and trucks in transit that did not cross Luxembourg for weeks).

[Question by](#) Canada at Tuesday, 31 August 2021

[Category:](#) Progress towards the achievement of its quantified economy-wide emission reduction target

[Type:](#) Before 31 August

[Title:](#) Gender and human rights perspective

Canada congratulates Luxembourg for its engagement on gender equality in the context of climate change. Can Luxembourg share challenges, experiences and lessons learned relating to including a gender and human rights perspective in its climate action?

[Answer by](#) Luxembourg, Thursday, 28 October 2021

See attachment.

Attachment: MA_Luxembourg_Canada's Question_Gender.pdf

[Question by](#) United Kingdom of Great Britain and Northern Ireland at Tuesday, 31 August 2021

[Category:](#) Progress towards the achievement of its quantified economy-wide emission reduction target

[Type:](#) Before 31 August

[Title:](#) Decarbonisation in the transport sector

We thank Luxembourg for the opportunity to comment on the Fourth Biennial Report. Luxembourg's Fourth Biennial Report highlights the challenge in reducing GHG emissions from road transport due to Luxembourg's position as a "fuel tourism" destination. Could you tell us more about the steps taken to promote decarbonisation in the sector and any lessons

learnt for other Parties facing similar challenges?

Answer by Luxembourg, Friday, 29 October 2021

Steps taken to promote decarbonisation

In order to decarbonise the transport sector, Luxembourg focuses on the development of e-mobility (electric, plug-in hybrid & hybrid vehicles, e-bikes) through subsidies and the deployment of a performing charging infrastructure throughout the country. The Government also promotes non-motorised mobility and mobility issues are at the heart of new housing developments (good connections with the public transport network, e-infrastructures, providing retail shops & services within walking distance). Another flagship measure is the free public transportation. However, free public transport could be seen as the cherry on the cake and is not directly related to the long-term strategy of reaching net zero emissions by 2050. What is important with regard to the long-term strategy is to succeed getting a modal shift towards public transport and non-motorised mobility by promoting “active mobility” for short trips and in urban areas, and by promoting public transport for regular journeys (e.g. work) over longer distances. Hence, the main policy regarding public transport is an increased and more efficient offer. In that respect, Luxembourg invest a lot of money in public transport infrastructure.

Nevertheless, about of road fuel sales are the fact of non-residents (cross-border commuters, truck & passenger cars transit traffic). To limit these sales the policy is to progressively reduce the price differential that makes fuelling in Luxembourg cheaper by increasing excise rates, as well as by the overall CO2 tax that has been implemented since 1 January 2021.

Regarding cross-border commuters negotiations took place with neighbouring countries regarding the price of rail and public transport passes in order to offer discounts (since railways & buses are free of charge in Luxembourg but still need to be paid once the border is crossed). Luxembourg also partners with neighbouring regions to develop mobility plans, such as the SMOT with the Lorraine Region (SMOT stands for « Schéma de Mobilité Transfrontalière »).

But at the end, it is mainly road fuel prices that will be the main driver to quickly (ie by 2030) reduce road transportation related GHG emissions. In that respect, and probably due to an overall reduced price differentials with neighbouring countries (e.g. diesel is now cheaper in Belgium for trucks companies settled there that can reclaim the VAT), road fuel sales for the first 9 months of 2021 are slightly lower than the equivalent sales in 2020 - and this, despite the first lockdown and slowing activity during the 2020 summer. If gasoline sales are higher for these 9 months compared to 2020, diesel sales are really going down - that could be explained by the fact that diesel price is progressively aligned to the gasoline price and that customers shift away from diesel cars to gasoline or hybrid/plug-in hybrid vehicles, the latter being also now more and more the standard for leased company vehicles due to revised company cars tax or tax exemptions that disadvantage combustion engines.

Lessons learnt for other Parties facing similar challenges

Luxembourg did not thoroughly analysed transport and mobility policies of other Parties. Rather than Parties, Luxembourg should look at policies put in place in large urban areas that attracts commuters every day (such as Brussels-Capital Region, Île-de-France, Greater London). Indeed, Luxembourg, due to its size and the large number of cross-border commuters (around 30% of the resident population), has more similarities with these kind of territories than with most of the other Parties/countries.

Question by Japan at Monday, 30 August 2021

Category: Progress towards the achievement of its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Adjustments due to COVID-19

In Table IV.3-1 (Main assumptions for GHG projections for WEM & WAM scenarios) of the BR4, the information included in "Other assumptions" shows that 2020 estimates of some categories were adjusted taking into account Covid-19 and some were not. What criteria were used to determine whether or not the adjustments were made?

Answer by Luxembourg, Friday, 29 October 2021

There was no formal and systematic criteria used. Adjustments are made according to expert judgements and data availability.

As a majority of Luxembourg's emissions are coming from road transportation (CRF 1A3b), including a significant share of road fuel sales to non-residents, it was obvious that it would not have been wise to report projected 2020 emissions that were calculated before the pandemic in a BR written in November 2020. Another sector affected by the pandemic related lockdown is manufacturing industry. There too, we tried to reflect the effect of reduced activities in the 2020 GHG estimated emissions (CRF 1A2a & 2).

So, in a word we first determined which CRF sector could have been affected by the first lockdown in 2020 (BR4 has been written in November 2020) and for those sector we investigated whether or not some statistics could help us making an adjustments to the projected 2020 emissions.

Question by Japan at Monday, 30 August 2021

Category: Progress towards the achievement of its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Monitoring compliance with annual emission allocations by sector

According to p.89–90 of the BR4, a Climate Protection Law will define legally binding emission reduction targets for each sector, which are defined by a Regulation setting sectoral annual emission allocations. Which agency will be responsible for monitoring emissions in each sector? On what schedule the monitoring will be done? Could Luxemburg provide specific information on the monitoring approach?

Answer by Luxembourg, Friday, 29 October 2021

The Regulation defining legally binding emission reduction targets for each sector has been adopted by the Government on 16 July 2021.

It will be the Ministry of the Environment, Climate and Sustainable Development - or more generally, as the legal text states, the Minister who is in charge of the climate policy - that will monitor the emissions for each sector. The schedule will be following EU Regulation and its deadlines for the GHG inventory submissions (final version on 15 March for the years 1990 to T-2) and the approximated GHG inventory submissions (31 July for the year T-1): a provisional assessment of the sectoral emissions of the year T-1 on 31 July of the year T and a final assessment of the sectoral emissions for the year T-1 on 15 March of the year T+1. As illustrated in Luxembourg's MA presentation, for each of the 5 sectors a 2021-2030 path has been determined. Similarly to the EU Effort Sharing Regulation approach, Luxembourg's Climate Protection Law offers the possibility of banking from one year to the other ; ie sectoral « surplus » in one or several years could be used for years where that same sector is recording a « deficit ». Also, according to the Climate Law, it would be possible to transfer « surplus » in one sector to another one recording a « deficit ».

Question by New Zealand at Monday, 30 August 2021

Category: Assumptions, conditions and methodologies related to the attainment of its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Agriculture

1. Noting tables III.5 and III.5-6 in Luxembourg's BR4 do not estimate mitigation from implemented measures to reduce agricultural emissions, does Luxembourg have any capacity building policies in place to enable the estimation of mitigation in the agricultural sector in future?

Answer by Luxembourg, Thursday, 28 October 2021

There are no specific capacity building policies in place yet, given the low number of persons in charge. However, capacity-building opportunities as offered by the European Commission (DG Agriculture and DG Environment) and similar organisations are widely used, as well as, when necessary, tailored courses outside the regular setting.

With the National Energy and Climate Plan (NECP) and the national Climate Law that sets a 2021-2030 path and target for agriculture combustion (CRF 1A4c) & practices (CRF 3) related GHG emissions (-20% compared to 2005 level), calculating better projections and the

effects of policies and measures are key. Therefore, discussions are on-going between the Ministry of the Environment, Climate and Sustainable Development that is in charge of the NECP and the monitoring of the Climate Law sectoral goals and the Ministry of Agriculture on this particular issue. It is expected that the next submissions foreseen by end 2022 (BR5) – spring 2023 (EU reporting under the Regulation on the governance of the Energy Union and Climate Action (so called “Governance Regulation”) that drives GHG reporting as well as the NECP) will contain enhanced projections and, at least, ex-ante mitigation potentials of the main agriculture related PaMs.

Question by New Zealand at Monday, 30 August 2021

Category: Assumptions, conditions and methodologies related to the attainment of its quantified economy-wide emission reduction target

Type: Before 31 August

Title: LULUCF

1. What work is being done to quantify the mitigation potential of Luxembourg's forestry related policies and measures?

Answer by Luxembourg, Thursday, 28 October 2021

Forest practices in Luxembourg have traditionally focused on good management practices including management of forest age structure, selection of tree species, pest control and, in the last 20 years, increasingly on biodiversity. All existing forest policies and measures, practiced since 2000, have been quantified in order to calculate the Forest Reference Level (FRL) in accordance to EU Decision No 529/2013/EU (<https://environnement.public.lu/content/dam/environnement/documents/natur/forets/NFAP-Luxembourg-2019-review.pdf> ,chapter 2.3 page 5-8). Alternative policies and measures, focused on carbon sequestration, and hence on the mitigation potential of Luxembourg's forest, have not yet been identified and quantified.

In the light of recent developments in the EU, with regards to future targets and accounting practices in the LULUCF sector, Luxembourg is set to develop a more comprehensive LULUCF strategy. Within this strategy, current forest practices will be reassessed and alternative forest practices will be quantified in order to determine the maximum mitigation potential of Luxembourg's forests. This aim of the strategy will be to strike a balance between maximum carbon sequestration, biodiversity and increasing the resilience of forests from the negative impacts of climate change.

Question by New Zealand at Monday, 30 August 2021

Category: Assumptions, conditions and methodologies related to the attainment of its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Building and infrastructure

1. How does Luxembourg estimate the emissions reductions from introduced construction standards for new commercial and service buildings?

Answer by Luxembourg, Thursday, 28 October 2021

Since the 1990s Luxembourg gradually strengthened the construction standards for new commercial and service buildings. The latest step was taken in 2021 when the current regulation on the energy performance of buildings (Règlement grand-ducal du 9 juin 2021 concernant la performance énergétique des bâtiments, see <http://data.legilux.public.lu/eli/etat/leg/rgd/2021/06/09/a439/jo>) came into force. The estimated emissions savings triggered by the introduction of a new standard result from the comparison with the previous standard. The model calculates emissions for both standards based on the average specific emissions related to the standard and the anticipated surface growth for new commercial and service buildings. It further distinguishes between "office buildings", "public buildings" and "other buildings".

Question by New Zealand at Friday, 27 August 2021

Category: All emissions and removals related to its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Agriculture

1. Could Luxembourg please provide more information on the Agriculture – Practices – Methane Reduction Strategy, listed in Box 9 of BR4?

Answer by Luxembourg, Thursday, 28 October 2021

Luxembourg is currently preparing a Methane Reduction Strategy that will comprise a number of actions and measures, inter alia (i) providing advices to farmers on topics such as herd management, livestock feeding, housing & storage, and spreading of manure; (ii)

providing financial support to farmers that are ready to reduce their livestock (as foreseen for the next EU Common Agricultural Policy (CAP)); (iii) promoting the use of feed additives (depending on whether they are available on the market); and (iv) developing biogas generation & use (a related strategy is currently under review).

Question by New Zealand at Friday, 27 August 2021

Category: All emissions and removals related to its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Transport

1. New Zealand would be interested to know more about the lessons learnt from the introduction of free access to public transport, and in particular, did it drive behavioural change?
2. What was the distributional impact of the free access to public transport?
3. How does free access to public transport fit into Luxembourg's long-term strategy?
4. If demand exceeds supply, will more public transport become free?
5. Could Luxembourg please provide more information on the new communication tool to increase the attractiveness of public transport (referred to on page 84 of BR4), including how it was communicated and the public response?
6. Has the communication tool led to an increased use of public transport?

Answer by Luxembourg, Thursday, 28 October 2021

1

Unfortunately our free public transport measure coincided with the Covid-19 pandemic, which caused a sharp overall drop in public transport usage and mobility in general. Furthermore, it coincided with a complete transformation of the national bus network (which will be completed by May 2022) and the extension of Luxembourg-City tram line up to the main train station that was previously served by numerous bus lines leading to congestion. Nevertheless, our latest data shows record tram passenger numbers for September 2021.

Due to the pandemic was, interaction between bus drivers and train conductors and users has been reduced, leading to a shorter time at stops.

In retrospect one could say that the timing was not optimal as introducing a multitude of changes in a short period of time complicates communication and makes it difficult to explain

the reasons for the changes: e.g. many long-time users thought that the the bus network changes were driven by the free public transport measure and meant to save money, which was absolutely not the case. On the contrary, new connections have been added and the period of service has been extended. What Luxembourg learnt is that if a reform in public transport is intended, it would be advisable to complete it before introducing measures such as free public transport or a new form of communication.

2

Usage of public transport cost was very low before free access to public transport. For instance, a yearly subscription to the whole national public transport offer (trains, busses, tram) was EUR 440; a 2 hours ticket was EUR2 irrespective of the distance travelled (so it was possible to cross the whole country for that price). Therefore, subscriptions and tickets revenues only covered 6 to 10% of the operational costs and nowadays those operational costs are covered by the overall State budget.

Though, besides cycling and walking, public transport was already quite accessible (see prices above), one can say that free transport measure profits low income households.

3

Free public transport could be seen as the cherry on the cake and is not directly related to the long-term strategy. What is important with regard to the long-term strategy of reaching net zero emissions by 2050 is to succeed getting a modal shift towards public transport and non-motorised mobility by promoting “active mobility” for short trips and in urban areas, and by promoting public transport for regular journeys (e.g. work) over longer distances.

4

If demand exceeds supply the public transport offer will be adjusted accordingly. At the moment there are no plans for reintroducing a public transport charge, so each public transport offer increase will also be free.

5

This “tool” is a simple App which calculates an itinerary by car, public transport and bicycle, furthermore it adds parking options were you can switch from car or bike to public transport. Such Apps can be found in many cities and are not that revolutionary. The main achievement, however, is the integration of each public transport service available in the whole country (trains, national busses, municipal busses, bicycle parking, park & ride, bike sharing and car sharing) so that people have access to the entire transport offer. Being the first App of its kind in Luxembourg, reception was very good and it is still the main tool for people to explore the public transport offer.

6

Unfortunately, at that time we did not have the means to collect detailed data. What we observed in general was a steady increase in ridership for trains and busses alike, an increase exceeding the population growth for that same period.



Question by New Zealand at Friday, 27 August 2021

Category: All emissions and removals related to its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Building and infrastructure

1. New Zealand would be interested to know more about the construction standards for new commercial and service buildings (referred to on page 83 of BR4). What are these construction standards, and how are they reinforced?
2. What does the process of replacing fossil-fuelled boilers and installing low-temperature heating networks (referred to on page 110) entail?
3. How is Luxembourg looking at phasing out fossil fuel use in commercial heating and what is the expected timeframe for this phase out?
4. What are the institutional arrangements and what legislation is proposed for the phase out of fossil fuel use in commercial heating?

Answer by Luxembourg, Thursday, 28 October 2021

1 & 3 & 4

The energy performance of a new commercial and service building is guaranteed by imposing minimal requirements on certain energy-related properties of the building, on the one hand, and by prescribing limits on its energy demand, on the other hand. The minimal requirements target different properties of the building that are relevant for energy consumption, such as thermal insulation, heat protection in summer, air tightness, thermal bridges, etc. The limits on the energy demand are imposed via a so-called “reference building” and they restrict the building’s heating and primary energy demand. Two energy balances are actually computed, one for the planned new building and one for the “reference building”. In order to obtain a construction permit, the energy demand of the planned new building needs to remain below the consumption of the “reference building”. The “reference building” is identical to the planned new building in terms of its location and its cubature (geometry) but its other energy-related properties (thermal insulation, air tightness, technical systems, etc.) are prescribed by the performance of building Regulation (Règlement grand-ducal du 9 juin 2021 concernant la performance énergétique des bâtiments, see <http://data.legilux.public.lu/eli/etat/leg/rgd/2021/06/09/a439/jo>).

For new commercial and service buildings, the transition from fossil-fueled boilers to electric heating is realised by changing a characteristic of the “reference building”. Currently (in 2021), the “reference building” that sets the limits on the energy demand of new commercial and service buildings uses a gas condensing boiler. However, this reference heating system will be replaced by an air source heat pump as of 1 January 2023. In practice, this means that new commercial and service buildings cannot be heated by fossil-fueled boilers anymore, because with these types of heating they would not respect the imposed limit on

the building's primary energy demand. Thus, heating decarbonisation is realised indirectly via the "reference building" approach as there is no formal prohibition on installing fossil-fueled boilers.

2

If the low-temperature heating networks are supplied with residual heat from the industrial sector and data centres, or working with renewable energy sources (deep geothermal energy, heat pumps, sustainable wood) then this process contributes to the decarbonisation of heating.

Question by New Zealand at Friday, 27 August 2021

Category: All emissions and removals related to its quantified economy-wide emission reduction target

Type: Before 31 August

Title: Building and infrastructure

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Answer by Luxembourg, Thursday, 28 October 2021

1 & 3 & 4

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building needs to remain below the consumption of the “reference building”. The “reference building” is identical to the planned new building in terms of its location and its cubature (geometry) but its other energy-related properties (thermal insulation, air tightness, technical systems, etc.) are prescribed by the performance of building Regulation (Règlement grand-ducal du 9 juin 2021 concernant la performance énergétique des bâtiments, see <http://data.legilux.public.lu/eli/etat/leg/rgd/2021/06/09/a439/jo>).

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If the low-temperature heating networks are supplied with residual heat from the industrial sector and data centres, or working with renewable energy sources (deep geothermal energy, heat pumps, sustainable wood) then this process contributes to the decarbonisation of heating.

[Question by](#) New Zealand at Friday, 27 August 2021

[Category:](#) Progress towards the achievement of its quantified economy-wide emission reduction target

[Type:](#) Before 31 August

[Title:](#) Agriculture

1. Does Luxembourg have any sector specific reduction targets or ambitions relating to agriculture or agricultural emissions in addition to, or under the EU-wide reduction target?

[Answer by](#) Luxembourg, Thursday, 28 October 2021

Indeed, under the national Climate Law, Luxembourg has determined 5 sectoral goals by 2030, as well as 2021-2030 paths to reach them. Taking into account the latest IPCC findings, Luxembourg unilaterally committed to reduce its non EU-ETS GHG emissions by 55% in 2030 compared to 2005 level. Agriculture – combustion (CRF 1A4c) and practices (CRF3) – is one of these 5 sectors and has been attributed a 2030 emissions reduction target of 20% compared to the 2005 emissions level.

Session SECONDMA2021 (2021)

Session closes at 29-10-2021

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